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ABSTRACT

It is time to revise the Chapter 1 program to prepare disadvantaged children to meet the challenges of the National Education Goals. The Chapter 1 program must be aligned with larger reforms to develop higher standards for student performance and greater accountability. The gap in achievement between disadvantaged and other students means that high-poverty schools will have much greater difficulty in meeting the National Education Goals. The Hawkins-Stafford Amendments were a step toward holding Chapter 1 projects accountable for improved performance and they sought to provide the supports needed to implement change within the program. Since the amendments' enactment, however, the nation has moved to reform education, and is outpacing the Hawkins-Stafford reforms. Research shows that the current program is not helping to close the achievement gap. Fundamental changes must require high standards for all children, with strategies that promote them. Ten important directions for the reform of Chapter 1 are described. Six exhibits illustrate the discussion. (SLD)

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ED 360 466

Reinventing Chapter 1: The Current Chapter 1 Program and New Directions

Final Report of the National Assessment of the Chapter 1 Program

Executive Summary

U.S. DEPARTMENT OF EDUCATION
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REINVENTING CHAPTER 1:

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U.S. Department of Education
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Planning and Evaluation Service

February 1993

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February 1993

Executive Summary

It is time to reinvent the Chapter 1 program. For the past 27 years, Chapter 1 has contributed to the lives of disadvantaged children by adding resources to their basic instructional programs, by drawing their parents into a closer relationship with schools, and by directing greater attention and accountability for their performance to their schools. Yet these contributions are simply not enough to prepare disadvantaged children to face the demands of a changing world—demands reflected in the National Education Goals established for *all* children to attain by the year 2000. Indeed, Chapter 1 must do its part to prepare disadvantaged students to meet the challenges set forth in the goals. It is time to align the Chapter 1 program with larger reforms in developing higher standards for student performance and greater accountability. Chapter 1 must be a strong partner in promoting systemic change.

Ten principles for promoting this change are as follows:

1. Encourage performance standards for Chapter 1 schools that are keyed to curriculum frameworks and promote voluntary service delivery standards.

2. Treat states differentially by expanding their flexibility in the use of resources in exchange for performance accountability tied to standards.

3. Collaborate on education and social services to address the multiple needs of students attending high-poverty schools.

4. Remove barriers to program participation by students with limited English proficiency.

5. Apply new knowledge about extending learning time, effective instruction for secondary school students, and staff development to Chapter 1 services.

6. Enlist parents as full partners in their children's education by informing them of their school's performance, underscoring the reciprocal responsibilities of schools and parents, and assisting parents who need help.

7. Provide equitable and appropriate learning opportunities for all Chapter 1 participants, including students who attend religiously affiliated schools and migrant students.

8. Align Chapter 1 testing with state testing systems that are matched with new curriculum frameworks as they become available.

9. Use assistance, innovation, monitoring, and incentives to support continuous progress in all Chapter 1 schools and intensive intervention in schools needing improvement.

10. Direct resources to the neediest communities and schools, and modify Chapter 1 formula provisions to improve accuracy.

The Gap in Learning Opportunities

For almost three decades, Chapter 1 has helped draw attention to the needs of at-risk students. It has helped provide the extra resources required for these students to begin to catch up to their more advantaged peers through financial assistance to school districts with high concentrations of low-income children for programs to meet the instructional needs of educationally disadvantaged children. Chapter 1 is the federal government's largest investment in elementary and secondary education, accounting for about one-fifth of the U.S. Department of Education's total budget. Since the program's inception in 1965, Congress has appropriated $70 billion for Chapter 1, including $6.1 billion in FY 1993 to serve 5.5 million children.

The Chapter 1 program was born of the need to address economic inequality by improving educational opportunities for the children of poverty. In 1965, when Chapter 1 was enacted as Title I, education was seen as a route out of poverty for a generation of children. That view continues to prevail today. For the past 27 years, Chapter 1 has played an important part in requiring assessment and accountability for the performance of disadvantaged students, and in initiating instructional reform to improve their opportunities for learning.

The issue facing policymakers is whether Chapter 1, given its current structure, can radically improve the education prospects of disadvantaged children, especially in ways that will move these children toward meeting the goals set by the nation for all its students and schools. In addressing this question, the Chapter 1 program cannot ignore the larger school and community context in which children are educated and spend their time. The needs of students and the capacity of schools to address these needs are quite different in "high-poverty" schools (those in which high

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proportions of students live in poverty) and in the more affluent "low-poverty" schools:

- Poor children tend to be concentrated in high-poverty schools. Schools in which more than half the students are poor serve about 19 percent of all children, but 50 percent of poor children.

- Limited-English proficient (LEP) students are more likely to attend high-poverty schools than are native English speakers. Almost one-quarter of third-graders in high-poverty schools are LEP, compared with only 2 percent in low-poverty schools.

Teachers in high-poverty schools face special challenges that often undermine their effectiveness. Low morale in high-poverty schools is apparent in teacher attitudes and in principals' assessment of teacher absenteeism and quality.

- Compared with their counterparts in low-poverty schools, students in high-poverty schools have teachers who are less likely to look forward to each working day, to believe that their school administration is supportive, or to view teachers in their schools as continually learning and seeking new ideas.

- According to principals, teachers in high-poverty schools are also four times likelier than their counterparts in low-poverty schools to be absent and twice as likely to be rated low.

The richness and challenging nature of the curriculum also are very different among high- and low-poverty schools:

- In teaching reading and language arts, high-poverty schools rely more heavily on textbooks and basal readers and less on literature and trade books.

- Children in high-poverty schools have less exposure to original works of literature.

- Students in high-poverty schools do less creative writing.

All these factors affect student performance and life chances and therefore suggest that students in high-poverty schools will have much greater difficulty attaining the six National Education Goals:

- *Goal 1—Readiness for School:* More than one-fifth of the first-graders in high-poverty schools are perceived by their teachers as having general health problems, almost twice the percentage of first-graders with such problems in low-poverty schools.

- *Goal 2—High School Graduation:* Students in high-poverty schools (50 percent or more poor children) are 57 percent more likely to leave school by grade 10 than are students in low-poverty schools (6 to 20 percent poor).

- *Goals 3 and 4—Academic Proficiency:* First-graders in high-poverty schools start school with scores that are 27 and 32 percentile points lower in reading and math, respectively, than the scores of their peers in low-poverty schools. High-poverty schools appear unable to close the initial gap, which increases in both grades 4 and 8 (see exhibit 1).

- *Goal 5—Adult Literacy:* One-third of parents in high-poverty schools lack a high school diploma, compared with only 3 percent in low-poverty schools.

Exhibit 1
Achievement Scores in Percentiles, by Level of School Poverty

Grade	Reading, by Level of School Poverty					
	All Schools	0–19%	20–34%	35–49%	50–74%	75–100%
1—Fall '91	51	60	58	50	45	33
3—Spring '91	57	66	60	55	47	30
4—Spring '92	57	67	60	55	46	28
7—Spring '91	55	66	64	50	38	21
8—Spring '92	56	65	65	50	40	22
Grade	**Math, by Level of School Poverty**					
	All Schools	**0–19%**	**20–34%**	**35–49%**	**50–74%**	**75–100%**
1—Fall '91	55	66	64	50	46	34
3—Spring '91	57	66	60	53	52	33
4—Spring '92	55	65	57	52	46	29
7—Spring '91	54	65	61	50	42	24
8—Spring '92	52	63	60	46	41	24

Exhibit reads: On the fall reading test, first-graders in low-poverty schools on average performed better than 60 percent of students in the nation.

Note: Percentiles should be interpreted as scoring above a given percentage of students nationally.

Source: Prospects (Abt Associates, 1993).

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- *Goal 6—Safe and Drug-Free Schools:* 81 percent of students in high-poverty schools have principals who see physical conflicts as a problem, compared with 31 percent in low-poverty schools.

Implementation of the Hawkins-Stafford Amendments

In 1988, Congress passed the Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments, which sought to move the program toward an emphasis on more advanced skills and performance-based accountability for Chapter 1 schools and students. Through these amendments, Congress continued to support the use of a large-scale categorical program to meet the needs of educationally disadvantaged children but also made it clear that the success of compensatory education is measured in the regular academic program. Congress was prescient in holding Chapter 1 projects accountable for improved performance. It also sought to provide the supports needed to implement change within the program. As a result of the Hawkins-Stafford Amendments:

- Chapter 1 program improvement has directed greater attention to ensuring that Chapter 1 children show progress in acquiring both basic and advanced skills.

- Schoolwide projects have afforded much greater flexibility in schools with high concentrations of poor children. Greater flexibility is reflected as well in the regular Chapter 1 program with increased use of in-class instruction and multiple models operating within schools.

- Chapter 1 programs have begun to incorporate the teaching of advanced skills along with basic skills and have improved the coordination of instruction with the regular classroom.

- Activities to involve parents in their children's schooling have increased, and principals are reporting greater parental involvement. The new Even Start program, which focuses on intergenerational literacy, is showing impressive results in improving the school readiness of the children served.

Since 1988, however, the nation has moved quickly to reform education generally, outpacing the Hawkins-Stafford reforms. The states are beginning to undertake fundamental reforms in curriculum and instruction aligned with attaining the National Education Goals. We are learning more and more about how schools improve and what is needed to support improvement.

At the same time, the Chapter 1 program has not kept pace with new reforms. The Assessment has identified a number of flaws in current program design and operations that combine to diminish program effectiveness.

The current Chapter 1 program, while intended to be supplemental, is contributing little additional learning time because Chapter 1 instruction often replaces regular classroom instruction (see exhibit 2).

- The extra instruction provided by Chapter 1--predominantly basic skills drill and practice—averages only about 30 minutes a day, most often in a pullout setting of about six children. Seventy percent of regular classroom teachers report that students miss some regular instruction in order to receive Chapter 1 services.

Exhibit 2
Main Activities Missed When Public Elementary Students Receive Chapter 1 Reading/Language Arts and Mathematics Services, As Reported by Classroom Teachers, 1991–92

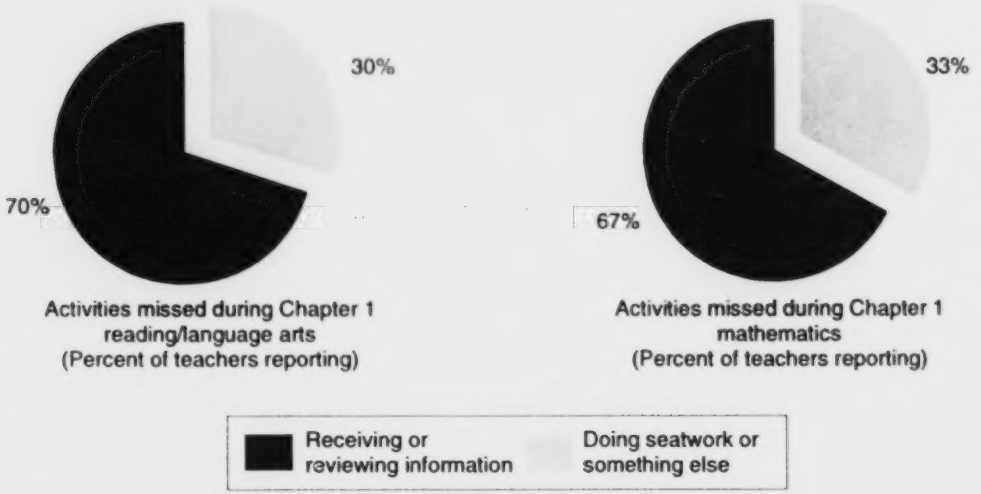
30%
70%
Activities missed during Chapter 1 reading/language arts (Percent of teachers reporting)
33%
67%
Activities missed during Chapter 1 mathematics (Percent of teachers reporting)
Receiving or reviewing information
Doing seatwork or something else

Exhibit reads: Seventy percent of classroom teachers report that students miss basic instruction when they receive Chapter 1 reading/language arts services.

Source: Chapter 1 in Public Schools: The Chapter 1 School Implementation Study (Millsap, Moss, & Gamse, 1993).

- Only 9 percent of Chapter 1 programs use before- or after-school projects; 15 percent use summer school projects.

The typical program design in high-poverty schools is a mixture of pullout instruction and in-class help from aides, while the typical program in lower-poverty Chapter 1 schools relies much more heavily on pullout instruction from a teacher. While Chapter 1 teachers, at least at the elementary grades, now have higher academic credentials than their regular classroom counterparts, a significant amount of Chapter 1 instruction depends on the content knowledge and teaching skills of the instructional aides who account for about half of all Chapter 1 staff.

- Many of these aides provide direct instruction—with or without teacher supervision—yet more than 80 percent of Chapter 1 aides have less than a bachelor's degree.

- Teachers and aides providing Chapter 1 English as a Second Language (ESL) services are less likely than non-Chapter 1 personnel providing services to limited-English-proficient students to have specialist credentials in either ESL or bilingual education.

In addition, Chapter 1 resources are poorly targeted. Although the purpose of Chapter 1 is to break the link between poverty and low achievement, especially in districts with concentrations of poverty, virtually all districts qualify for funds under the current formula.

- Some 71 percent of all public elementary schools offer Chapter 1 services. Yet more than one-third of the low-performing children in high-poverty schools are unserved.

- The allocation of funds based on decennial census counts of child poverty cannot take into account the large shifts in poverty that have occurred over the previous decade.

Moreover, the lack of high absolute standards for curriculum and student performance has greatly reduced the potential effectiveness of the Chapter 1 testing program. A focus on compliance with regulations rather than program quality has had a similar effect on Chapter 1 program monitoring.

Outcomes for Chapter 1 Participants

Most important, the program today does not appear to be helping to close the learning gap further, as new longitudinal data show:

- Chapter 1 participants did not improve their relative standing in reading or math in the fourth grade or in math in the eighth grade; only eighth-grade reading participants showed improvements (see exhibit 3).

- Chapter 1 participants improved on standardized tests or on criterion-referenced objectives no more than nonparticipants with similar backgrounds and prior achievements.

- As shown in exhibit 1, test scores for students in high-poverty schools actually decline from the early grades to the later grades.

Exhibit 3
Reading Scores, Seventh to Eighth Grade, of All Students and Chapter 1 Participants

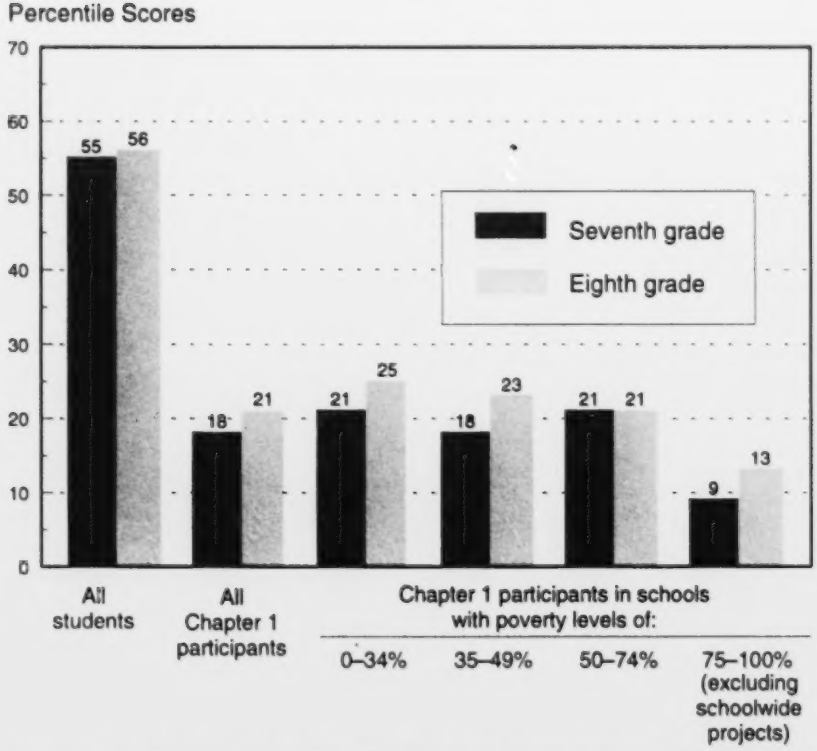

Exhibit reads: The reading scores for Chapter 1 participants in the seventh and eighth grades were in the bottom quarter for students nationally, although the scores generally improved from seventh to eighth grade. Despite this improvement, Chapter 1 participants in the highest poverty schools scored only at the 13th percentile.

Source: Prospects (Abt Associates, 1993).

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Chapter 1 must move further than the reforms outlined in the Hawkins-Stafford Amendments.

Reinventing Chapter 1: New Directions

Operating as a separate supplemental program, Chapter 1 has gone about as far as it can go in raising the skills of at-risk students. If the children served by Chapter 1 are to be expected to reach the National Education Goals, the following fundamental changes will have to occur:

- **High standards—the same high standards expected of all children must be set**. To be effective, Chapter 1 must be aligned through its curriculum, instruction, and assessment with curricular and performance standards expected of all students and schools.

- **Strategies that promote high standards must be implemented.** It will not be enough to establish high standards and expect improvements to happen. Chapter 1 needs to support schools in implementing reforms through intensive staff development and assistance, alignment of Chapter 1 tests with improved state testing systems, monitoring and enforcement that focus on continuous progress, and integration of education and social services in high-poverty schools to address all six goals.

- **Funding must be concentrated on high-poverty schools.** Resources will be insufficient if we continue to spread them across virtually all school districts.

- **Flexible use of resources must be conditioned on accountability for progress toward standards.** Flexibility in the use of resources should be conditioned on ensuring that the neediest students are making progress in attaining state standards.

Ten important directions for reform of the Chapter 1 program are as follows:

1. **Encourage performance standards for Chapter 1 schools that are keyed to curriculum frameworks and promote voluntary service delivery standards.** The Chapter 1 program should be a model that adheres to the highest standards for curriculum and instruction, driving the strategies of other education programs, rather than one that follows outdated methods or lags behind national reforms.

   The data from the Prospects Study show that the overall achievement of students in some schools with very high-poverty rates far exceeds national averages (see exhibit 4). If some very high poverty schools can achieve rates of performance in the 50th and 60th percentile range, other similar schools should be assisted to achieve higher performance too.

   Standards can provide a crucial anchor for school accountability. Today, in the absence of standards, grades on report cards overstate the performance of students in high-poverty schools, misleading students and parents and concealing the urgency for reform. On average, seventh-graders in high-poverty schools who received A's in math scored around the bottom third (35th percentile) on the math standardized test, far below the national average.

Exhibit 4
Reading and Math Percentile Bands for All Schools and Schools with Poverty Rates of 75 to 100 Percent

School Scores	Reading Percentiles		Math Percentiles	
	All Schools	High Poverty	All Schools	High Poverty
First Grade				
Mean	46	26	50	25
Maximum	86	72	82	72
Fourth Grade				
Mean	57	24	55	26
Maximum	86	50	90	58
Eighth Grade				
Mean	56	24	52	24
Maximum	74	60	78	63

Exhibit reads: First-grade students in at least one high-poverty school in the Prospects sample scored at the 72nd percentile. Indeed, these top performers could set an interim benchmark for similar schools to target.

Source: Prospects (Abt Associates, 1993).

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By comparison, A students in low-poverty schools scored at the 87th percentile. Indeed, an A student in a high-poverty school would be about a C student in a low-poverty school (see exhibit 5).

The development of national curriculum standards in the core subjects is two years away. Meanwhile, more than 40 states are working on their own curriculum frameworks and performance assessments keyed to higher standards. Voluntary service delivery standards could also guide improved operations in Chapter 1. These standards can help identify appropriate roles for Chapter 1 staff, adequate levels of services, and effective approaches for bolstering student progress in the whole school program.

Some options for consideration include the following:

- requiring all states to adopt challenging curriculum frameworks and performance standards;
- entering into a compact, when states have such standards in place, to give the states increased flexibility in aligning Chapter 1 with larger reform efforts; and
- providing incentives for adoption of service delivery guidelines.

2. **Treat states differentially by expanding their flexibility in the use of resources in exchange for performance accountability tied to standards.** Flexibility should be given in exchange for a clear commitment from schools to use resources to meet higher standards. State standards would provide the impetus for reform that is lacking under the current Chapter 1 schoolwide projects mechanism.

Exhibit 5
Seventh-Graders' Grades and Percentile Test Scores: Low- and High-Poverty Schools, 1991

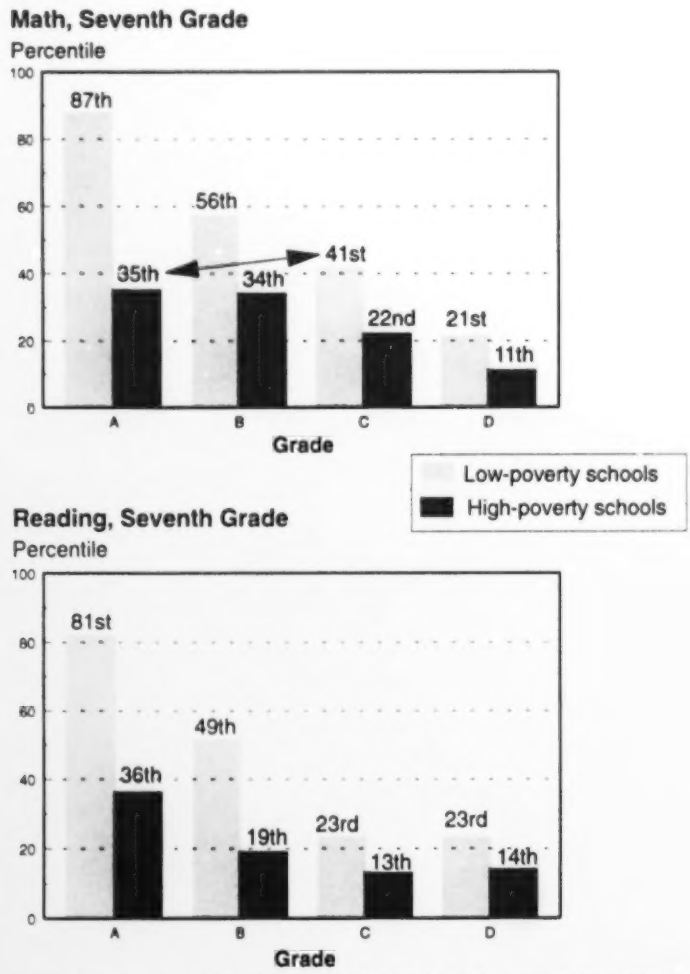

Exhibit reads: An A student in a high-poverty school would be about a C student in a low-poverty school when measured against standardized test scores.

Source: Prospects (Abt Associates, 1993).

Currently, only schools with 75 percent or more poor children (about one-fifth of all Chapter 1 schools) are eligible for schoolwide projects. Lowering the threshold to 50 percent would enable almost half of all Chapter 1 schools, which collectively serve two-thirds of all Chapter 1 students, to qualify. It would more than double the number of students served by Chapter 1 (see exhibit 6). The potential for watering down services increases as the enrollment of poor children—and, consequently, the size of the allocation—decreases.

Among such options are the following:

- permitting schoolwide approaches in schools with less than 75 percent poverty only in those states or school districts that develop and ensure high standards for student performance tied to state frameworks; and

- broadening the flexibility allowed in schoolwide projects by loosening the strings on other categorical funds along with Chapter 1 funds. This would be done in exchange for school plans indicating how the resources would be used to improve student performance.

3. **Collaborate on education and social services to address the multiple needs of students attending high-poverty schools.** School and community efforts to help disadvantaged children succeed in school—unhindered by nutritional, health, and safety problems—are often set back by conflicting and confusing requirements and institutional barriers to coordination among agencies delivering services. Providers of categorical programs may concentrate on what they are able to provide, while no one is held responsible for doing what students and their families need.

Exhibit 6
Potential Participation of Chapter 1 and Non-Chapter Students in Schoolwide Projects, by Eligibility Threshold

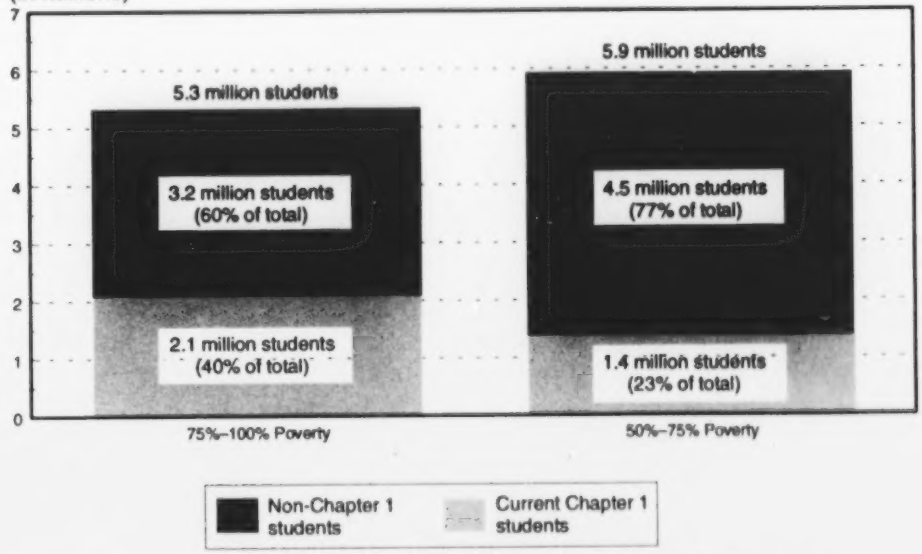

Exhibit reads: If all Chapter 1 schools currently eligible to participate in schoolwide projects chose the schoolwide option, the number of children served would increase by 3.2 million. If the threshold were extended to schools with 50 to 75 percent poverty, an additional 4.5 million students would be served. These additional children would more than equal the number of children served currently.

Source: Chapter 1 in Public Schools: Chapter 1 Implementation Study (Millsap, Moss, & Gamse, 1993).

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Some options include the following:

- targeting additional Chapter 1 resources directly to high-poverty "priority schools" to support integrated services to address the six National Education Goals; and

- supporting technical assistance, networking, and rigorous evaluation to increase communities' capacity to organize and deliver high-quality services.

4. **Remove barriers to program participation by students with limited English proficiency (LEP).** Although Chapter 1 serves 35 percent of all LEP students and 15 percent of Chapter 1 students are LEP, the program is permitted to serve LEP students only when their educational needs stem from educational deprivation, not when their needs are related solely to limited English proficiency. The distinction is meaningless in practice.

   Some options for addressing this problem include the following:

   - revising or eliminating the requirement that LEP students be selected for services on the basis of educational deprivation distinguishable from limited English proficiency; and

   - requiring assurances that Chapter 1 staff have appropriate skills for instructing LEP students.

5. **Apply new knowledge about extending learning time, effective instruction for secondary school students, and staff development to Chapter 1 services.**

Extending learning time. Existing studies provide a basis for recommending much wider use of certain strategies for program design and instruction, such as extending learning time. Students learn more when they spend more time in challenging academic work, if the additional time is used effectively. Yet Chapter 1 programs that extend the school day, week, or year are uncommon.

One option for Chapter 1 involves the following:

- providing incentives for programs that extend learning time through earmarking funds, requiring districts to use a set percentage of their basic grant for such programs, or, at a minimum, offering information and assistance.

Serving secondary school students. Students in grades 10–12 account for only 4 percent of Chapter 1 participants. The remedial skills focus of secondary school Chapter 1 programs does not prepare older students for work or further education.

One option for Chapter 1 involves the following:

- earmarking funds for comprehensive programs for at-risk secondary school students that integrate academics with practical training, and that equip participants to succeed in gatekeeper courses such as algebra and geometry.

Staff development. Staff development for teachers that is supported by Chapter 1 is generally of short duration, offering cursory coverage of multiple topics. Two-thirds of Chapter 1 elementary teachers took part in less than four days of staff development over a 12-month period. Most Chapter 1 aides received less than 35 hours of staff development. Generally staff development activities cover

multiple topics, with no more than 3 to 6 hours spent on any one topic.

One option for Chapter 1 involves the following:

- funding districts or schools to support long-term Chapter 1 staff development through mechanisms such as external networks, institutes, and university centers.

6. **Enlist parents as full partners in their children's education by informing them of their school's performance, underscoring the reciprocal responsibilities of schools and parents, and assisting parents who need help.** In order to be a force for high-quality schools, parents need to know what to expect of their school and how their children's school compares with others. They also need to know what their school expects of parents and how they can work in partnership with their school.

   Chapter 1. In response to the Hawkins-Stafford Amendments, Chapter 1 schools have expanded their parental involvement efforts, including teacher-parent conferences and home-based activities. Since the last assessment in 1986, there has been a substantial growth in the proportion of principals reporting that many parents are helping their children with homework and participating in informal contacts with teachers. Faced with new mandates to assess the effectiveness of parental involvement programs, however, most districts comply by counting attendance at special Chapter 1 meetings.

   Some options include the following:

   - requiring or encouraging annual school performance profiles that report on progress

toward achieving academic performance standards and the national goals; and

- encouraging parent-school contracts that, while not legally enforceable, clarify the mutual responsibilities of parents and schools to support student learning.

Even Start. The Even Start family literacy program requires a commitment by parents to participate in adult education. Even Start projects often have to screen many eligible families in order to get a family that participates fully in all core services—early childhood services, parenting classes, and adult education. Yet the families facing the most difficult circumstances do not participate.

One option involves the following:

- providing guidance to Even Start grantees on designing instructional strategies for working with families who have multiple problems including adults with low-level skills, and on strategies for retaining these families in the program.

7. **Provide equitable and appropriate learning opportunities for all Chapter 1 participants, including students who attend religiously affiliated schools and migrant students.**

Serving students enrolled in religiously affiliated schools. Although concern about the Chapter 1 participation rate of students from religiously affiliated schools has diminished as the number of participants have recovered from the effects of the 1985 Supreme Court *Felton* decision, issues of program quality for these students are surfacing. Services to students in religiously affiliated schools operate as the "ultimate pullout" program. Students

are required either to leave the premises of their schools to receive services from a public school Chapter 1 teacher or to receive services in their schools via technologies such as computer-assisted instruction (CAI) monitored by noninstructional technicians. Reliance on CAI, which emphasizes basic skills learning and is delivered without the presence of a trained teacher, has substantially increased since *Felton*. Many private school officials feel they have little recourse in negotiating a service delivery mode.

Some options for improving services to religiously affiliated school students include the following:

- strengthening regulations governing coordination and consultation, including consideration of the use of third-party contractors in formulating plans; and

- strengthening the complaint review process by clarifying the grounds for filing complaints.

Serving migrant students. "Currently migrant" students (those who have moved within the past year) account for a minority (44 percent) of the students served by the Migrant Education Program (MEP) during the school term; "formerly migrant students" (students who last moved one to five years previously) make up the remaining 56 percent. Currently migrant students average just over one qualifying move (1.2 moves) in a 12-month period, and only about 27 percent of all migrant students move across state lines.

Moreover, MEP services frequently replace regular Chapter 1 services rather than supplementing them. Often migrant students do not participate in Chapter 1 because it is not offered in their school.

Some options for improving services to migrant students include the following:

- directing more funds to currently migratory students;

- requiring districts to offer Migrant Education Program-funded services only after equitably sharing Chapter 1 Basic Grant funds among schools; and

- holding states accountable for the performance of migratory students on the same basis as schools are held accountable for other Chapter 1 students.

8. **Align Chapter 1 testing with state testing systems that are matched with new curriculum frameworks as they become available.** The current system of assessment in Chapter 1 is designed to report on students' performance at the school in relation to national norms. The norm-referenced tests generally measure basic skills and are not tied to the local curricula. Gains based on these findings are used to assess schools' performance in serving Chapter 1 students. The same scores are then reported and aggregated up to the district, state, and national levels.

   Some options (based in part on the work of the Advisory Committee on Testing in Chapter 1) include the following:

   - decoupling national evaluation of Chapter 1 from evaluation at the state level and initiating a national evaluation strategy using a sample of students; and

   - permitting states to choose to hold schools accountable for improving the performance of successive groups of students at critical grade levels, instead of for improving the test scores of individual students tracked from year to year.

9. Use assistance, innovation, monitoring, and incentives to support continuous progress in all Chapter 1 schools and intensive intervention in schools needing improvement.

Technical assistance. Because of their traditional roles and funding levels, state Chapter 1 offices, Technical Assistance Centers, and Rural Technical Assistance Centers funded by Chapter 1 are not equipped to play a significant role in the school-by-school improvement that is desirable for Chapter 1. All these organizations send representatives to individual schools, but they cannot work intensively with many schools. Yet research shows that successful technical assistance is both intense and long term, and that it draws schools into contact with a range of professional resources. Chapter 1 does not offer such assistance.

To promote more intensive efforts, the following options could be considered:

- supporting the identification, evaluation, and recognition of promising and innovative practices through rigorous demonstrations of effectiveness; and

- consolidating the federal resources that support specialized technical assistance in order to support broader opportunities for assistance based on individual needs.

Monitoring for program quality. Current federal and state Chapter 1 monitoring practices are limited primarily to compliance with process. By a margin of 2 to 1, local Chapter 1 directors are more likely to report that the state Chapter 1 office helped their programs comply with the law and regulations than that it helped them with program quality issues.

One option for Chapter 1 involves the following:

- adopting a state inspectorate strategy in Chapter 1, for those schools that need improvement, tapping the expertise of exemplary teachers and administrators as monitors.

10. **Direct resources to the neediest communities and schools, and modify Chapter 1 formula provisions to improve accuracy.** Strategies for more equitably targeting funds to higher-poverty areas could be based on existing or revised funding formulas. Chapter 1 funds are spread across the country, reaching 71 percent of all public elementary schools. This broad distribution of funds diffuses their impact on the needs of disadvantaged children. Almost half of the elementary schools that serve fewer than 10 percent poor children participate in Chapter 1, while one-third of the low-performing children in high-poverty schools go unserved. In addition, whereas schools are selected on the basis of poverty, their funding is determined by the number of low-achieving students enrolled. This measure has the perverse effect of rewarding low achievement and penalizing schools for success.

    Chapter 1 funds are allocated to counties on the basis of poverty, identified through decennial Census data. Thus areas that experience substantial demographic shifts may be under- or overfunded from the time of the shift until new Census data are released. As a result of the demographic shift over the past decade—and a 5 percent increase in poverty—25 states experienced increases of up to 67 percent, while the remaining states experienced decreases of up to 34 percent. The shifts in poverty will thus pose major changes in the distribution of Chapter 1 funds across states. In addition, the current use of state average per-pupil expenditures as an adjustment for geographic differences has been criticized for underestimating costs in

low-income, low-expenditure states—thus providing the neediest states and districts with less federal assistance.

Some alternatives for the Chapter 1 formula are as follows:

- increasing the targeting of Chapter 1 funds on the highest-poverty communities and schools;
- updating the decennial poverty counts to reflect the most current state-level information; and
- modifying the adjustment for state differences in the cost of education by narrowing the permissible range of the per pupil expenditure index or by substituting a teacher salary index.

Authority for This Report

Congress mandated this study in May 1990 as part of the "1992 National Assessment of Chapter 1 Act" (P.L. 101-305). Since the initial enactment of the law, the Department of Education has conducted more than 20 major evaluations of various facets of the Chapter 1 program to inform the interim and final reports to Congress. The Department has also undertaken smaller studies and concept papers to inform the Assessment on specific issues. Much of the work for the Assessment has been influenced by the study's Independent Review Panel, which was mandated in the legislation.

In addition to the final report, there are 12 supplemental volumes on topics of special interest:

1. *Statement of the Independent Review Panel of the National Assessment of Chapter 1*

2. *Chapter 1 Services: A Descriptive Volume*

3. *Targeting, Formula, and Resource Allocation Issues: Focusing Federal Support Where the Needs Are Greatest*

4. *Whole School Reform*

5. *Report of the Advisory Group on Testing and Assessment in Chapter 1*

6. *New Federal, State, and Local Roles*

7. *Even Start*

8. *Chapter 1 Services to Religious-School Students*

9. *Services to Migrant Children*

10. *Developing a Secondary School Strategy*

11. *The Other 91 Percent*

12. *Prospects: The National Longitudinal Study of Chapter 1*

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